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Task Order #1

Famine Early Warning System Network

Submitted by:

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Table of Contents

Section 1: Introduction	3
Section 2: Selected highlighted results	5
Southern Africa: High quality information provided to senior officials in SADC countries	5
Zimbabwe: Baseline assessment and monitoring of urban food security	6
East Africa: Strengthening regional early warning and food security networks	7
Sahel: Joint field assessments result in a consensus response plan	9
Eritrea: Assisting decentralization through capacity development	10
Activity-wide: Food economy zoning as a basis for improved monitoring	11
Activity-wide: Increasing access to information through an improved website	12
Section 3: Significant Results by Expected Outcome	15
Outcome #1: Timely and accurate dissemination of early warning information	15
Outcome #2: Improved vulnerability analysis	16
Outcome #3: Improved decision making and response planning	20
Outcome #4: Strengthened networks	22
Outcome #5: Strengthened capacity	24
Outcome #6: Efficient and effective project administration and management	25

Introduction

Often when undertaking an annual review of results, the big picture, or longer-term impact, can be overlooked or not easily visible. Following a series of work plan and progress reviews in the field over the last three months it was apparent to Chemonics International that FEWS NET, and the predecessor FEWS projects, have enabled decision makers in the U.S., in Africa and in international relief agencies to better understand African food insecurity susceptibilities, and to plan more appropriate responses. The sequence of FEWS projects have substantially improved data collection and analysis and helped to create stronger links between data analysis and response planning. Building on the past, FEWS NET is now on a solid foundation to (1) strengthen the contribution of vulnerability analysis to other development strategies e.g. poverty reductions and (2) contribute to consensus solutions and sustainability through strong demand-driven food security networks.

The most challenging objective for FEWS NET is the development of the technical capacity of our network partners. While the degradation of some national early warning units is well known, it has been less obvious that many African countries increasingly rely on regional institutions such as the AGHRYMET Center (Niamey), the SADC Food Security Unit (Harare) and the Drought Monitoring Center (Nairobi) to provide information on start of season, GIS/thematic mapping, vulnerability analysis, and so on that small poor countries cannot sustain in national offices. These regional centers, with FEWS NET's help, now provide for scientific capacities of modest excellence that represent "economies of scale" for smaller countries. In perhaps unplanned ways there is now a clearer balance emerging between the limitations of nationally sustainable early warning capacities and the abilities of regional centers to provide reliable data and analyses. This in turn allows individual countries to focus more national resources on response planning.

Currently, substantial emphasis is also being placed on assisting the improvement of national capacities through the building of networks, involving government, local NGOs, private sectors and international food security activities. By demonstrating how non-governmental actors can supplement government with capacities that national public budgets can not afford, networks can help to build and preserve scientific and technical capacities that the country might otherwise lose.

The design of FEWS NET includes three strategic pillars that form the basis of anticipated results in the implementation of FEWS NET:

- 1. Demand-driven, action-oriented information that is linked to appropriate response: FEWS NET is committed to provide a broader scope of reporting that is disseminated quicker to a broader audience. FEWS NET is providing the complete monthly reports from all 17 countries and 3 regional offices within a week of receiving them in the D.C. office. Earlier consensus on situations requiring response is a result that usually leads to an earlier and better coordinated multi-partner response.
- Coordination, networking, and capacity strengthening: The "bottom line" of the FEWS
 NET activity is to have early warning and food security networks that are effective and
 demand-driven. The approach used by Chemonics International is to identify and seize
 all possible opportunities (within our budget) to work towards this objective. By working

directly to strengthen African capacity and networks we intend to improve coordination and maximize the impact of the activity.

3. *Professional management*: Given the expanded scope of the FEWS NET activity, a successful implementation will require effective and efficient administration and management. Chemonics International has designed several standard operating procedures that are intended to streamline the administration of the activity at the regional and country level, thereby "freeing up" the regional and national professional staff to concentrate on their technical work.

The focus of the selected R4 results presented in this document covers the core work of the FEWS NET Activity. The main objectives of FEWS NET are:

Strengthen African capacity for early warning and response planning
Increase usefulness of information to decision makers
Improve response planning based on relevant background food security information
Improve response planning based on early warning information and the identification of food insecure groups
Improve local monitoring and analysis

In preparation of this document, all 17 country offices and the 3 regional offices in Africa were asked to respond to a series of questions that demonstrate the impact the FEWS NET Activity. These performance questions were also explored with USAID (both in DC and the field Missions), US Embassies, governments and other network partners during the just completed work plan reviews in each country and region.

Selected highlighted results

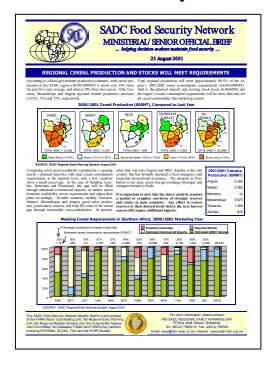
Highlighting a limited number of accomplishments in the FEWS NET activity is an extremely difficult task for many reasons. First, there are six ambitious expected outcomes in the activity, and most every field office has made progress towards each of these outcomes. Selecting a finite number of activities from FEWS NET's accomplishments becomes, therefore, somewhat arbitrary. Second, the results of the activities done by FEWS NET during 2001 are in different stages of fruition, some have fully developed, some have partially developed and some will take some time to develop. Finally, the diversity of the accomplishments of activities in FEWS NET makes it difficult to assign levels of significance. Consequently, six activities have been selected to provide an overview of the types of results that FEWS NET achieved in 2001. For an extensive list of accomplishments see Section 3 (Significant Results by Expected Outcome).

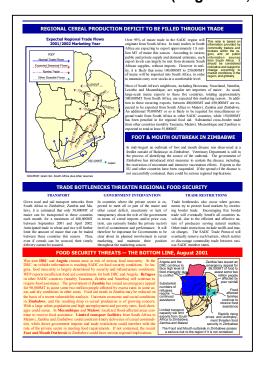
Southern Africa: High quality information provided to senior officials in SADC

A special meeting of SADC Ministers of Food, Agriculture and Natural Resources (FANR) was held in Harare, Zimbabwe on August 25, 2001 to discuss the regional cereal shortfall. The meeting was in response to an instruction from the Summit of Heads of State and government of SADC countries held in Blantrye, Malawi in August, 2001 to review the region's food availability situation. The meeting was attended by SADC FANR Ministers of Agriculture, Permanent Secretaries and other senior officials.

In preparation for this meeting the FEWS NET regional representative for southern Africa assisted the Regional Early Warning Unit (SADC/FANR) to compile a concise, but policy relevant, report that summarized the regional food security situation as of mid August 2001. The report (Figure 1) was presented and distributed to Ministers and senior officials from all SADC member states. FEWS NET was part of the SADC briefing team that presented the information contained in the Brief.

Figure 1: SADC Food Security Network Ministerial/Senior Official Brief (August 23, 2001)





The meeting concluded with the attached Communiqué, which contains recommendations for both short and longer-term response to the cereal shortfall. This result is an example of FEWS NET working within an established network to provide high quality, timely and policy relevant information to decision makers. The communiqué that resulted from the meeting provided an objective assessment of national cereal shortfalls and included specific recommendations—many of which were market oriented—to address those cereal shortfalls.

At the request of SADC/FANR, FEWS NET continues to jointly produce the Ministerial/Senior Official Brief monthly with the Regional Early Warning System. The Brief is distributed in hard copy to 1,000 decision-makers.

Documentation: The documentation of this result is the first of a series of Senior Ministerial Briefs that have been done jointly with SADC/FANR's Regional Early Warning Unit (filename: result1a.senior brief.pdf) and the official Communiqué that was issued after the meeting (filename: result1b.sadc communique.pdf).

Zimbabwe: Baseline assessment and monitoring of urban food security

Vulnerability and food security assessments and monitoring in FEWS have traditionally focused on rural areas (where a majority of poor people live). Although this will continue to be a focus of FEWS NET, urban food security issues in many of our countries are becoming increasingly important. Urban issues in Zimbabwe are particularly important given the tense political and economic situation, which has resulted in very high urban unemployment, high food prices and lower production.

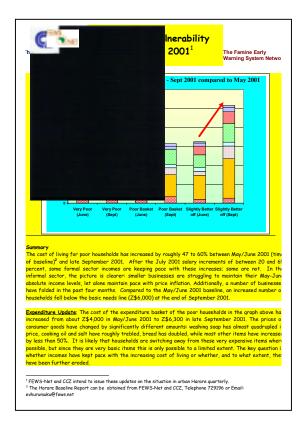
Since the end of 2000, FEWS NET/Zimbabwe has been working as a catalyst to develop a Zimbabwe urban vulnerability assessment and monitoring network. Since that time a series of meetings were held to move towards the development of that network. In May 2001, a large network meeting was held that set the direction for the fieldwork. With support from the Food Economy Group (F.E.G.), and in partnership with the Consumer Council of Zimbabwe (CCZ), FEWS NET conducted an assessment of urban vulnerability in greater Harare. The purpose of the exercise was twofold. First, a rapid baseline assessment of urban livelihoods was done to understand household patterns of expenditure, and sources of food and income. A minimum expenditure "threshold" was established, below which households could be considered food insecure. Second, based on the baseline assessment a practical monitoring system was developed to provide information on changes in the number of households falling below the threshold, thus providing an early indication of declining access to food and essential cash income. This information will enable decision-makers to take pre-emptive measures to minimize the impact of food insecurity in urban Zimbabwe.

The results of the urban food security baseline and assessment monitoring system have been used by both CCZ and FEWS NET. In October 2001, CCZ and FEWS NET jointly produced a Harare Urban Vulnerability assessment Update (Figure 2) that describes the changes in income and expenditure of different socio-economic groups (especially the poor) between May/June 2001 (the time of the baseline) and late September 2001. The update documents that the cost of living for poor households during that period increased by roughly 47 to 60%. Since the July 2001 salary increments of between 20 and 65 percent, some formal sector incomes are keeping pace with these increases, but some are not. In the informal sector, the picture is clearer. Smaller businesses are struggling to maintain their May-June absolute income levels, let alone maintain pace with price inflation. Additionally, a number of businesses have folded in the past

four months. Compared to the May/June 2001 baseline, an increased number of households fell below the basic needs line (Z\$6,000) at the end of September 2001.

The information produced by the urban monitoring system has been used by many institutions in Zimbabwe, including USAID/Zimbabwe. The information generated by this monitoring system is regularly reporting in FEWS NET/Zimbabwe monthly reports.

Figure 2: Harare Urban Vulnerability Update: October 2001 (page 1)



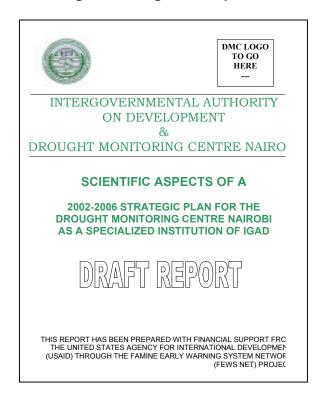
Documentation: The documentation of this result is the final report of the Urban VA Technical Consultation (filename: result2a.urban va.final report.pdf) and the (month) food security update from Zimbabwe that has the results of the urban food security monitoring system (filename: result2b.harare urban update.pdf).

East Africa: Strengthening regional early warning and food security networks

In the last year FEWS NET has made significant progress in building food security networks in the Greater Horn. This progress is significant since although there are a broad variety of food security networks in the Greater Horn at the National and sub-national levels, there are few functional regional food security networks. FEWS NET support has been to establishing both 'formal' and 'informal' networks, bringing together Government, donor, UN, NGO and research staff. Examples of specific FEWS NET activities in support of this broad goal include;

Building Capacity in Regional Institutions: One of the core issues constraining the development of regional networks has been the weak leadership from an organization representing regional Governments. While IGAD has the food security mandate, for a variety of reasons, it has had limited substantive achievements. FEWS NET is playing an important role in strengthening IGAD's ability to fulfill its technical mandate. FEWS NET has been closely associated with the adoption of the Nairobi Drought Monitoring Centre (DMC/N), previously a World Meteorological Organization (WMO) project, as an IGAD 'specialized institution'. FEWS NET has been working with the DMC/N to develop a Strategic Plan for its' new role as part of IGAD (Figure 3). The DMC will provide a regional focus for IGAD's food security activities.

Figure 3: DMU/Nairobi Strategic Planning Draft Report: Month 2001 (cover page)



- Pastoral Early Warning and Early Response Systems: Pastoralists across much of the Greater Horn of Africa suffer periodic food security crises triggered by erratic rainfall, conflict and disease outbreaks. Further analysis indicates that early warning information is either inadequate or, when available, fails to trigger appropriate mitigation activities. In recognition of this situation, FEWS NET organized a meeting in Mombassa in November 2001 to examine the process from information collection, analysis and dissemination, to impacts on decision-making and policy formulation. This brought together over 90 key practitioners from the region to develop action plans to improve the quality of early warning information and improve the links to response. This activity promoted regional networking on this topic and the active exchange of best practices across the region. This has subsequently led to follow-up meetings at the national level.
- Regional Price Information Systems: A regional meeting of professionals concerned with market information systems was organized in October 2001. This brought together managers of national and regional Market Information Systems (MIS), grain traders, representatives of farmers' organizations, researchers and the humanitarian community. This meeting provided an excellent opportunity to identify the needs of the various

stakeholders and establish the priorities in MIS development. This informal collaboration between stakeholders will be an ongoing activity to ensure dialogue between the producers and users of price information.

Documentation: The documentation of this result is the final Scientific and Institutional Components of the Drought Monitoring Centre's Strategic Plan (draft) November 2001 (filename: result3a.draft strategic plan.pdf); the Proceedings of the Pastoral Early Warning and Early Response workshop held at Mombasa, November 2001 (filename: result3b.pastoral proceedings.pdf); and the Workshop proceedings from a regional meeting of price information specialists, Nairobi, October 2001 (filename: result3c.price information proceedings.pdf).

Sahel: Joint field assessments result in a consensus response plan

During CILSS/PREGEC, FEWS NET, WFP, FAO jointly vulnerability and food security conditions assessments trips in July and August 2001, recommendations were made to help contingency and response planning to mitigate food crisis in Burkina Faso, Niger, Chad and Mauritania. These joint efforts have resulted in to a consensus among donors on how to coordinate their response. Donors, US embassies (for example the Niger US Embassy) and others were briefed by FEWS NET and CILSS, and the information was widely used.

Figure 4: Unclassified State Department cable about a joint CILSS/FEWS NET food security update on Niger (cable summary)

UNCLASSIFIED

SUBJECT: NIGER FOOD SECURITY UPDATE

REF: NIAMEY 1180, 811, AND PREVIOUS

1. ON FRIDAY, AUGUST 17, POST WAS BRIEFED BY TWO REGIONAL FOOD SECURITY EXPERTS ABOUT THE UNFOLDING AGRICULTURAL SEASON. SALIF SOW, REGIONAL FEWN RET REPRESENTATIVE. BASED IN BRAMAD, AND AMADOU MACTAR KONATE OF CLESS REGIONAL FOOD THE SEASON SALIF SOW, REGIONAL FEWN RET REPRESENTATIVE. BASED IN BRAMAD, AND AMADOU MACTAR KONATE OF CLESS REGIONAL FOOD CRISIS, PORT OF THE SEASON. SALIF SOW, REGIONAL FEWN RET REPRESENTATIVE. BASED IN BRAMAD, AND AMADOU MACTAR KONATE OF CLESS REGIONAL PROPERTY OF THE SEASON SALIF SOW, AND SALIF SAL

The FEWS NET Sahel Office has been very active in supporting CILSS. The regional representative led the joint food security conditions and vulnerability assessment, and participated in drafting the joint reports. These efforts to strengthen the Sahel Food Crisis Prevention and Mitigation Network (PREGEC) are greatly appreciated, as was stated recently by the CILSS Senior Food Security Adviser.

Documentation: The documentation of this result is the unclassified State Department cable from August 2001 (filename: result4.niger august cable.pdf).

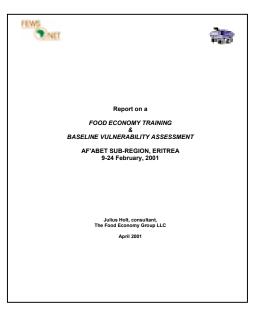
Eritrea: Assisting decentralization through capacity development

In February/March 2001, the Eritrean Government requested assistance from FEWS NET to promote vulnerability assessments and to provide local capacity building (Figure 5). This exercise was carried out in association with the Eritrean Relief and Refugee Commission (ERREC) in the Af'abet sub-zoba (a sub-region of the North Red Sea zoba). The people trained were an ERREC sub-zoba representative, a member of the Department of Animal Resources/Ministry of Agriculture at the sub-zoba, a Health Assistant from the Ministry of Health at Af'abet town, two teachers from the Ministry of Education, and two adult literacy professionals from the Ministry of Education and the Af'abet branch of the National Union of Eritrean Women. In addition, a national officer from the World Food Programme sub-office in Keren joined the training. The Governor of Af'abet accompanied the field survey team for one day.

The main objective of the training exercise was to build capacity at the sub-zoba level for vulnerability assessments and food security monitoring. At that time there was no formal set-up for using local government officers for food security monitoring. The training exercise was designed to provide an initial training, establish a vulnerability baseline and provided the basis for food security monitoring in the future. The government officials that were trained were expected to form the future team that would undertake periodic monitoring exercises.

This capacity building activity is in line with the overall government policy of decentralization. The objective of the training was to strengthen the local government's capacity to understand and monitor food security. Local planning and investment priorities can be better determined when a baseline assessment offers a more complete food security context. For emergency assessments, a practical system for local-level monitoring should offer more regular and convincing information than has been available so far. Although this does not always eliminate the need for special assessments, they would now be strongly underpinned by a baseline based on field information and skilled local staff.

Figure 5: Food economy training and baseline vulnerability assessment in Eritrea: February/March 2001 (cover page)



By the end of the field exercise the trainees clearly demonstrated their increased understanding of both the food economy in the area and their understanding of the food economy methods. They were able to reflect on the field work and made practical, useful suggestions to improve the collection of the field information.

Documentation: The documentation of this result is the consultancy report that documented the food economy training and the baseline vulnerability assessment from February 2001 (filename: result5.eritrea food economy training.pdf).

Activity-wide: Food economy zoning as a basis for improved monitoring

Livelihood Zoning is an important first step for moving a decision-making process beyond reference administrative boundary 'data' to 'analysis' that is meaningful for household access to food. Zoning helps to group different population units into common access groups. This allows analysts to monitor the equivalent effects of different hazards for homogenous groups. With these common analytical units, monitoring is also improved because it helps identify only the relevant indicators in a given zone. There is no need to waste time collecting indicators that have no bearing on a population's access to food and zoning helps to reduce these inefficiencies. In addition, it can help increase the effectiveness and efficiency of a response because it can help aid providers target their geographic response to a crisis, whether through food aid or another income support. In line with this, it helps prioritize areas in which to focus more intensive field work, ensuring that highly food insecure groups receive sufficient field attention.

- Zimbabwe: FEWS NET provided essential support and technical guidance to a critical livelihood zoning process in Zimbabwe in December, 2001. At the request of the Food and Nutrition Council, and in close collaboration with the Vulnerability Assessment Committee, the FEWS NET/F.E.G. Vulnerability Assessment Specialist helped lead a two-day workshop intended to refine the existing livelihood zoning map and to establish a plan for making the map operational. In Zimbabwe, this zoning is seen to be particularly important at this juncture given the expected emergency activities (assessments, distributions, monitoring, etc) likely to take place in the coming year. At the meeting in December, the VA committee successfully reviewed and suggested revisions to the 1996 livelihood zoning map created by SC-UK, it came up with a plan for moving forward with the field work required to make the current map more valid, and it outlined some ideas for making the map useful to a wider audience of decision-makers.
- Mozambique: FEWS NET carried out an extensive zoning exercise in Mozambique resulting in the first national livelihood zoning map of Mozambique ever that was produced using sound zoning principles and a wide net of participation (Figure 6). The process employed to produce the map was almost as important as the map itself; three regional workshops were held, one in the south, one in the north, and one in central Mozambique. Wide arrays of key informants were assembled at each of these workshops, ranging from district officials to university professors, NGO personnel and key government actors. As a result, not only was a map produced that represents a consensus drawing on the best minds and local knowledge in Mozambique, but the workshop provided an opportunity to advance a number of key food economy concepts and livelihood principles, helping to build a common vocabulary within this important network of national actors.



Note: The description of the food economy zones can be found in a document referred below.

Documentation: The documentation of this result is the actual food economy zone that was developed for Mozambique (filenames: result 6a.mozambique zoning.pdf and result 6b.zimbabwe zoning.pdf).

Activity-wide: Increasing access to information though an improved website

The FEWS NET website (http://fews.net) was re-launched in June 2001. The FEWS NET website now utilizes a database-driven model and is located on our own dedicated and secure servers. Fews.net now has the structure, capacity, and technology to grow over the long term and perform optimally under conditions of heavy usage.

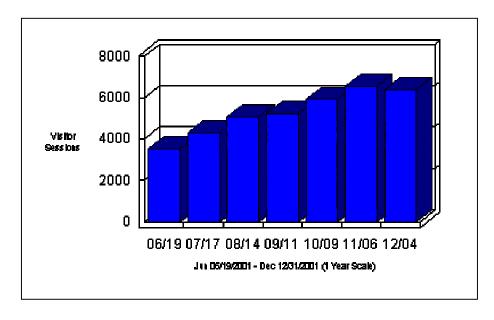
The "new" FEWS NET website has been well-received by our readers, evidenced by the cumulative performance statistics for the FEWS NET website between June to December 2001 (Figure 7). The two most significant performance of the re-launched website are the increase in the number of unique visitors to the website and the amount of time that they spend viewing the site. The number of unique visitors is a useful performance measure since it measures an accumulation of new users, as opposed to a smaller number of repeated users. The increase in

the number of users has increased dramatically since the launch of the new site (Figure 8). It should be noted that no notification of the new website has been formally done.

Figure 7: Cumulative performance statistics for the FEWS NET website, June to December 2001

Average Per Day 1,683 Document Views 240,680 Visitor Sessions 36,905 Average Per Day 184 Average Visitor Session Length 00:22:50 Visitors Unique Visitors 11,299	Hits	Entire Site (Successful)	881,514
Page Views Page Views (Impressions) 336,686 Average Per Day 1,683 Document Views 240,680 Visitor Sessions 36,905 Average Per Day 184 Average Visitor Session Length 00:22:50 Visitors Unique Visitors 11,299		Average Per Day	4,407
Average Per Day 1,683 Document Views 240,680 Visitor Sessions 36,905 Average Per Day 184 Average Visitor Session Length 00:22:50 Visitors Unique Visitors 11,299		Home Page	101
Document Views 240,680 Visitor Sessions 36,905 Average Per Day 184 Average Visitor Session Length 00:22:50 Visitors 11,299	Page Views	Page Views (Impressions)	336,686
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Figure 8: The increase in the number of unique visitors to the re-launched FEWS NET website, June to December 2001



Another measure of the performance of the FEWS NET website is the average length of time that someone visits our site. It is one thing if a website is visited a lot for a short period of time, but it is more significant if visitors stay longer. Since the re-launch of the FEWS NET website, visitors have stayed an average of almost 23 minutes, and by the end of the year the average

visitor stayed nearly 30 minutes. During the initial period just after the re-launch of the website visitors stayed only an average of nine minutes. This is significant since most websites are visited for well under a minute.

An additional web application that has been designed and developed is the FEWS NET Admin (see http://admin.fews.net/). This website will allow people off-site (for example the FEWS NET field representatives and our network partners) to manage content directly on the website, send mass e-mail to targeted cross sections of the worldwide subscribers, and add both Food Security Monthly Updates and other miscellaneous documents to the archive. This is a secure site that will ensure that technical content is properly managed. Although still in the "beta" stage of production (testing phase), it has been implemented and is currently being used to manage the FEWS NET website in the home office.

Documentation: The documentation of this result is the FEWS NET website and the Web Trends Traffic Analysis Report (hard copy).

Significant Results by Expected Outcome

Outcome 1: Timely and accurate dissemination of early warning information

Over time, FEWS NET Field Representatives (FNRs) have built up a vast reservoir of food security knowledge about their countries and regions based on the review of past documentation and analysis of current indicators, as well as personal observation, experience, and insights. Networking allows FNRs to enlarge their circle of contacts and sources of information. Moreover, thanks to the expansion of the Internet to nearly all FEWS NET countries, an almost limitless source of information is now just a few mouse-clicks away, including up-to-date and reliable information on food security crises in Africa.

One implementation challenge for FEWS NET is to take advantage of these multiple communications channels and make selective use of this information in ways that add analytical value and decision-relevant knowledge for those who need to know, e.g. decision-makers. To be policy useful, information needs to become more relevant, timely, and accessible. It must also be demand and decision driven, drawing implications and recommending actions for preventing food crises or, should they occur, mitigating their impact.

FEWS NET monitors and analyzes early warning data and information in all 17 countries and three regions where it has permanent staff. Although this work is routine, it forms the basis of all of the early warning and food security information that is generated and disseminated by FEWS NET. Because of its routine nature, there is not always a concrete result that can be identified. For example, although FEWS NET closely monitors the early warning and food security conditions in the Sahel the fact that there is an absence of any serious famine threat despite greater climate variability and population pressure, demonstrates that information systems and response plans have worked.

Some results for Outcome 1 in 2001 include:

Result 1.1: Development of joint SADC Regional Food Security Network Ministerial Brief for senior government officials and Ministers: The RFNR developed several prototype reports leading to a SADC Regional Food Security Network Ministerial Brief, and prepared the first such brief, which was launched at a SADC meeting of senior officials and Ministers of Agriculture in Harare on 24-25 August, 2001. This joint network report was well received by senior officials and Ministers, and is a potentially powerful and useful product. It is a unique, innovative and attractive product is packed with concise, timely and policy useful information aimed directly at senior decision-makers. This report is based on the concept that different early warning-type products are required for different user groups. It is likely that this product would be equally appreciated by many other senior decision-makers (both within and outside of government), and would further improve the visibility and utility of the FANR/REWU amongst SADC stakeholders.

Result 1.2: Southern Africa regional flood watches: Responding to a information gap at the regional level, FEWS NET and SADC/FANR's Regional Remote Sensing Unit have jointly developed a Regional Flood Watch. This joint SADC (RRSU) / FEWS NET product was developed during the heavy rains during the 200/2001 rainy season that caused flooding in Zambia, Zimbabwe, Malawi and Mozambique. As the reporting period includes the end of the rainfall season, one additional issue of the Regional Flood Watch was prepared bringing the number of Regional Flood Watches prepared during the season to ten. The RFNR managed the electronic distribution to over 200 users. The report was also available on the SADC FANR web site.

Result 1.3: Faster Dissemination of Field-generated Early Warning and Food Security Information: The new database-driven website was launched on June 21 (called fews.net 1.0). This new website was well received by our "readers", as evidenced by almost 4,000 unique visitors coming to the website as of the end of the trimester. More notably, each "session" lasted over 23 minutes, which is comparably a long time (normally most websites get visited for less than a minute). Since the launch there has been ongoing monitoring of feedback, bugs, and performance of all system operations. Significant progress was also made on the admin.fews.net 1.0 website (which was launched in late December 2001). This website allows the remote uploading of technical content from our field offices in Africa.

Outcome 2: Improved vulnerability analysis

As part of its continued commitment to the provision of high quality food security information, FEWS NET plans to incorporate a growing understanding of rural household livelihoods into its analysis of current and future threats and in its regular reporting and capacity strengthening functions.

While FEWS has always been concerned with understanding the magnitude and nature of different food security 'shocks', its analysis has (with a few exceptions) been limited to describing the shock (such as a decline in crop production), rather than the shock's effect on different rural households (such as loss of 'x%' of food or cash income).

Building on its already proven expertise in the field of early warning ('shock') information, FEWS NET uses food economy analysis in reporting on short-, medium-, and longer-term threats to food security in Africa. The food economy framework is a well-developed, field-proven approach for investigating rural economies and their links to the wider macro-context. Not only will this understanding help practitioners better predict the likely effects of different shocks (including market closures, production failures, or even conflict-related events) on rural households, but it will also help decision makers understand the likely food security consequences of various resource allocation or policy decisions.

Some results for Outcome 2 in 2001 include:

Result 2.1: FEWS NET is a catalyst to undertaking urban baseline assessments and monitoring in Zimbabwe: Vulnerability and food security assessments and monitoring in FEWS have traditionally focused on rural areas, where a majority of poor people live. Although this will continue to be a focus of FEWS NET, urban food security

issues in many of our countries will become increasingly important. Urban food access and affordability in Zimbabwe are particularly important issues given the tense political and economic situation. Since the end of 2000, FEWS NET/Zimbabwe has been working as catalysts to develop a Zimbabwe urban vulnerability assessment and monitoring network. They developed a funding proposal that eventually resulted in a large network meeting in May that set the direction for the fieldwork. With support from the Food Economy Group (F.E.G.), and in partnership with the Consumer Council of Zimbabwe (CCZ), FEWS NET conducted an assessment of urban vulnerability in greater Harare. The purpose of the exercise was twofold. First, a rapid baseline assessment of urban livelihoods was done to understand household patterns of expenditure, and sources of food and income. A minimum expenditure "threshold" was established, below which households could be considered food insecure. Second, based on the baseline assessment a practical monitoring system was developed to provide information on changes in the number of households falling below the threshold, thus providing an early indication of declining access to food and essential cash income. This information will enable decision-makers to take pre-emptive measures to minimize the impact of food insecurity in urban Zimbabwe.

Result 2.2: FEWS NET was actively involved in planning and implementation of regional vulnerability activities in Southern Africa: At the regional level in southern Africa, the FEWS NET regional representative has been active in providing leadership and support to SADC's Vulnerability Assessment Committee (VAC). Support has been provided in all activities of the VAC, including a Training Needs Survey (drafting the survey); helping harmonize the different VA methods used in the region (included organizing a meeting in Maputo of SC(UK), WFP(VAM), and FEWS NET, and included the development of 1-page summaries of each group's methods); and active participation in the VAC's regional meetings. The regional representative during this period initiated, organized and managed on behalf of the VAC: (1) a regional library (both hard and soft copies) of vulnerability products from SADC countries, and beyond; and (2) a regional email network for distribution and exchange of information among interested partners in the region. The regional representative also contributed to the design and establishment of a VAC home page on the SADC FANR web site.

Result 2.3: Somalia support to FSAU: FEWS NET/F.E.G. in collaboration with the Somalia FSAU led a training/workshop in January 2001, designed to train the FEWS NET representatives and select partners in the FSAU in Food Economy spreadsheet analysis in order to: 1. improve the storage and retrieval of food economy baseline information, 2. streamline on-going food security analysis, and 3. increase the transparency of the Somalia collaborative decision-making forum (FSAU).

The training was designed to build on this success, and further strengthen the unit's capacity to analyze any number of different 'shocks' – whether climate-, war-, or policy-related. In particular, the training encouraged the analysis of multi-faceted problems in relation to household food security, for example the effect of a complex problem that combines production declines (crop, milk, fish, meat, or even wild foods) with changes in exchange options (price changes or market closures) and increased expenditure requirements. Calculating by hand the effects of this kind of economic problem on household food security could take hours, inhibiting such a thing from occurring in a collaborative way or with a full understanding of all the participants. The food economy

spreadsheet minimizes the time required to do the analysis and makes the process open to a wide audience of participants. In addition, the spreadsheet allows users to carefully define and clearly state the assumptions they are making in relation to current problems, allowing decision-makers the opportunity to investigate the reasoning behind recommendations. This built-in transparency encourages an open dialogue about the conclusions reached and the steps taken to reach those conclusions. Without this dialogue true collaboration and consensus are extremely difficult to achieve. When used appropriately, the spreadsheet can be a tool to strengthen the round-the-table approach, leading to a wider and, more importantly, an earlier understanding of the effects of certain 'shocks' on particular households and a stronger consensus on the steps that should be taken to support rural livelihoods.

Result 2.4: FEWS NET involved in regional meetings in the Sahel to discuss the way forward on vulnerability assessment methods for CILSS member states: The FEWS NET Sahel regional representative attended a series of meetings to discuss the way forward with vulnerability assessments in the region. During the March 2001 CILSS meeting, it became clear that while the CILSS countries were now including an assessment of vulnerable populations, that skills and training were required for the member states to be able to perform this role. Following the member states request, a representative of the USAID/WARP held a workshop with the major vulnerability assessment players in the region, including FEWS NET, WFP, and RESAL. It was resolved that all network partners, especially FEWS NET, would participate in an exercise to harmonize vulnerability assessment methods, with the eventual objective of providing guidance to CILSS member states. The FEWS NET regional representative has followed up with CILSS/PREGEC to keep this process moving forward. The work will be done through the VA network, which is a sub-group of the Food Crisis Prevention and Management Network.

Result 2.5: Food economy zoning of Zimbabwe and Mozambique: Livelihood Zoning is an important first step for moving a decision-making process beyond reference administrative boundary 'data' to 'analysis' that is meaningful for household access to food. Zoning helps to group different population units into common access groups. This allows analysts to monitor the equivalent effects of different hazards for homogenous groups. With these common analytical units, monitoring is also improved because it helps identify only the relevant indicators in a given zone. During the year FEWS NET worked with network partners in Zimbabwe and Mozambique to establish practical food economy zones. In Zimbabwe, FEWS NET provided essential support and technical guidance to a critical livelihood zoning process in Zimbabwe in December. 2001. This work was done at the request of the Food and Nutrition Council, and in close collaboration with the Vulnerability Assessment Committee, the FEWS NET/F.E.G. Vulnerability Assessment Specialist helped lead a two-day workshop intended to refine the existing livelihood zoning map and to establish a plan for making the map operational. In Mozambique, FEWS NET carried out an extensive zoning exercise in Mozambique resulting in the first national livelihood zoning map of Mozambique ever that was produced using sound zoning principles and a wide net of participation. The process employed to produce the map was almost as important as the map itself; three regional workshops were held, one in the south, one in the north, and one in central Mozambique. Wide arrays of key informants were assembled at each of these workshops, ranging from district officials to university professors, NGO personnel and

key government actors. As a result, not only was a map produced that represents a consensus drawing on the best minds and local knowledge in Mozambique, but the workshop provided an opportunity to advance a number of key food economy concepts and livelihood principles, helping to build a common vocabulary within this important network of national actors.

Result 2.6: Food economy training: During the year various training sessions on food economy analysis were held with FEWS NET staff and our network partners, including

- Comprehensive training sessions in east Africa, southern Africa and the Sahel: FEWS NET and network partner staff from east Africa, southern Africa and the Sahel attended comprehensive food economy training in April, May and June, respectively. This training combined classroom and field exercises to expose staff from FEWS NET and our network partners to all aspects of the food economy approach.
- Mozambique VA committee: July 2001: In July and August of 2001, the FEWS NET/F.E.G. VA specialist led a baseline assessment in the Upper Limpopo food economy zone of Gaza Province, Mozambique. The assessment was part information-gathering exercise and part capacity building exercise. Included on the team were FEWS NET personnel along with key members of the Mozambique vulnerability assessment committee, including representatives from the Ministry of Agriculture and Rural Development; the Ministry of Health; SENCAP; and the World Food Program. The training resulted in a consensus-based analysis of the household economic context of people living in the Upper Limpopo zone, a refinement of the November 2000 livelihood zoning, and a commitment to conduct future baseline assessments with the combined experience and expertise of the trained VA committee members.
- SADC REWU Training in Salima, Malawi: September 2001: FEWS NET provided two of the three trainers for the SADC-wide training, held in Salima, Malawi in September 2001. In addition to helping to formulate the overall strategy and plan for the training, and drawing up the main structure for the training module, FEWS NET contributed substantially by leading most of the workshop and providing key technical direction. FEWS NET was integral to the occurrence and success of this workshop. This training was part of the annual training that the Regional Early Warning Unit does for SADC member state early warning staff. This year's training was in response to a stated demand for more training in vulnerability assessment concepts expressed at the September 2000 SADC VAC consultation held in Kariba, Zimbabwe. The training was designed to convey useful principles aimed at improving future food security-related assessments. The training aimed to help participants organize essential information for food security analysis, clarifying the conceptual and practical distinctions between two entirely different sets of information (baseline/context) and (hazard/monitoring).
- OFDA training: November 2001: FEWS NET provided leadership and technical support to OFDA's assessment training course in 2001, once again contributing substantially to the success of this course. The FEWS NET/F.E.G. vulnerability assessment specialist developed and delivered a presentation aimed at covering key principles of food security assessment, highlighting the latest approaches to

outcome analysis using various types of data and information. Feedback from participants ranked this component among the most useful of the entire course.

Outcome 3: Improved decision making and response planning

In the past, FEWS has been generally successful in reaching a narrow set of decision-makers, perhaps many more in Washington DC or in NGO and donor communities than within African governments. It was agreed that to reach a broader set of African decision makers, it had to be demonstrated that FEWS NET was producing more "market" driven information, capable of meeting the changing needs of a new generation of African decision makers. FEWS NET must develop a better understanding of those needs while demonstrating how more analytical information, such as food economy knowledge, can help inform a broader agenda of policy challenges that African policy makers face. For instance, a better understanding of the changing nature of household livelihoods can help policy makers identify practical and lower cost ways of enlarging income and productivity opportunities of the poor.

Decision-making also takes place outside of governments. FEWS NET information through the Internet or through networks can be useful to the private sector, commercial producers, traders, and transporters of food products. Greater optimism and confidence is warranted in the ability of African farmers and commercial networks in maintaining a supply of food to rapidly growing urban markets, where, in light of recent policy reforms, improved urban/rural terms of trade should ensure a much larger rural production response. In the Sahel for instance, it is generally agreed that FEWS information helps to open markets, assisting the private sector to increase food availability, as urban population increased one hundred fold in less than fifty years. The increased food supply response has meant reduced price volatility when poor rainfall reduces grain harvests, and savings to US taxpayers in the form of reduced requirements for food aid.

FEWS NET has provided information that can progressively help decision makers make more informed decisions — for instance, food security policy, poverty reduction strategies, the lifting of trade barriers, and where to focus rural development projects. For this to happen, the work plan process must build on FEWS NET's reputation for reliable and relevant information. The methods of information dissemination to policy makers will depend on the targeted audience. In addition to the constantly current FEWS NET website, we will continue to use joint missions, briefings and workshops to bring together governments with all other relevant actors in more policy-oriented networks.

The development of an early consensus about the nature and severity of a food security situation and what preventive or remedial action should be taken is a fundamental activity of all FEWS NET field offices when a food security emergency emerges. Although there are numerous examples of consensus response plans developed in response to a potential crisis, only a selected number of them are included below.

Some results for Outcome 3 in 2001 include:

Result 3.1: Joint assessments in the Sahel with regional network partners results in a consensus response plan: During CILSS/PREGEC, FEWS NET, WFP, FAO jointly vulnerability and food security conditions assessments trips in July and August 2001, recommendations were made to help contingency and response planning to

mitigate food crises in Burkina Faso, Niger, Chad and Mauritania. These joint efforts have resulted in to a consensus among donors on how to facilitate and coordinate their response. Donors (US embassies) were briefed and the information were widely used (see Niger US Embassy August cable based on FEWS NET and CILSS briefing).

Result 3.2: FEWS NET in Somalia actively participates in a variety of activities to better inform decision-makers:

- FEWS NET Somalia actively participates in almost all and contributes to the emergency response planning in Somalia. The latest meeting (August 30, 2001) on response planning was organized by CARE International and held in FSAU Office, Nairobi. The main topic was how to assist the vulnerable people in Gedo region.
- Participated actively in the discussions on food security as well as livestock sectoral committee in Somalia Aid Coordinating Body (SACB) meetings and presented valuable reports and ideas. For instance, FEWS NET met the FAO mission on investigating livestock ban and exchanged information. FEWS NET gave the mission all documents related to livestock ban, and they were pleased to our useful information.
- In response and planning intervention to vulnerable areas, FEWS NET participated in the preparation of food gap estimation from August 01 to July 02.
- FEWS NET also prepared a data set for the Somalia exchange rate in Mogadishu market; this has helped to REDSO/Food For Peace as well as OFDA activities.

Result 3.3: Information provided to senior government decision-makers in Southern Africa leads to a consensus regional response planning strategy: At the SADC Head of State Summit in Malawi in early-August, senior officials and Ministers of Agriculture were instructed to meet to discuss the potentially serious regional food shortfalls that were anticipated at the time. This meeting took place 24-25 August in Harare. The FEWS NET RFNR was called upon by the SADC FANR to assist prepare early warning and food security briefings for the meeting. This included mobilizing the required expertise in trade and market issues, and preparing the first issue of the joint network report, the SADC Food Security Network Ministerial Brief. He also participated in the meetings and discussions as a technical resource person, and presented the vulnerability side of the equation on behalf of the SADC VAC Chairperson. Based on this information a response planning strategy was developed to respond to anticipate cereal shortages in the SADC region. The Regional FNR provided technical support in preparing this strategy. The strategy included seven short-term actions, and 11 medium and longer-term actions covering issues of food availability and natural resource management, regional trade and institutional aspects. SADC and FEWS NET continue to produce these Briefs, which are distributed to as many as 1,000 senior officials.

Result 3.4: Assessment in southern Sudan of the food security situation (May 2001): FEWS NET joined a WFP team in May 2001 to assess the food security situation of the population in Akobo, Bieh State, Jonglei Region given the relatively poor harvests last year and the influx of migrants from neighboring locations. A pre-season assessment was also undertaken by the team to gage farmers' preparedness in the wake of migrant influx. Information collected was used by WFP to plan their food

interventions in the area and FEWS NET also briefed FAO on the need to provide fishing equipment in the area given the abundance of fish at the time. FAO followed up the issue of fishing equipment delivery in the region in the FAO Food Security Coordination meeting that followed and NGOs were requested to submit their requests.

Result 3.5: Field visits made in Eritrea to prepare appeal planning (November 2001): Made visits to the five zones in connection with this years crop estimate. Compiled the pre-harvest crop estimates for the current agricultural season and distributed it to stake holders. The results of these field visits will be a major input for preparing next year's appeal that was launched in November 2001.

Result 3.6: Information during the flood response provided in Mozambique: FEWS NET provided information regarding the area lost and number of families affected by the floods of 2001. This information was then incorporated by INGC in the Emergency Appeal Document entitled "Emergency 2001: International Appeal by the Government of Mozambique in Collaboration with the United Nations, February 21, 2001."

Result 3.7: Analysis of the impact of a livestock ban done in Somalia: The Somalia FEWS NET and FSAU jointly provided timely, reliable, relevant information about the livestock ban situation by analyzing macro and micro indicators. Special attention on early warning was given to the poor urban and pastoral food economy groups in the north and central parts of Somalia which continuing to suffer from the loss of market outlets and income. In collaboration with FSAU, the FEWS NET Economist presented, in the SACB meetings, analyzes on the market data of the impact of livestock by using FEG Spreadsheet. This activity was completed in January 2001. Based on our early warning, some Gulf countries (for example the Untied Arab Emirates) lifted the ban on the chilled meat export as well as life animal. Our timely early warning also raised awareness of these issues in the international donor community.

Outcome 4: Strengthened networks

In the past, "networking" has always been a part of FEWS. Then, as now, networks were considered as a means for information sharing and joint validation of recommended actions. With FEWS NET, however, more is being asked than simple networking. The building of networks is also meant to lead to consensus between government and non-governmental parties on food security assessments and coordinated responses. They should, perhaps, be built around government institutions, or alternatively enabled to provide capacity enhancing support to weakened government early warning and response systems.

It is clear that there are a wide variety of "networking" constraints and opportunities in each FEWS NET country and region. Selecting which network to work with and how, are important early decisions of how FEWS NET carries out its work.

FEWS NET made significant progress in 2001 in developing and strengthening networks in many countries. In addition to the selected results listed below, FEWS NET participates and contributes to the effective functioning of early warning and food security networks in all 17 countries and all three regions.

Some selected results for Outcome 4 in 2001 include:

- Result 4.1: Acting as a catalyst to develop an urban food security assessment and monitoring network in Zimbabwe: Although activities that related to developing this network began in early 2001, extensive progress was made in anticipation of the fieldwork that began in May 2001. An Urban Food Security Working Group was established in this period, which began meeting every month since January 2001. FEWS NET Zimbabwe is chairing the Urban Assessment Steering Committee and participates in the smaller Technical Working Groups such as Urban Agriculture.
- Result 4.2: FEWS NET was actively involved in planning and implementation of regional vulnerability activities in Southern Africa: At the regional level in southern Africa, the FEWS NET regional representative has been active in providing leadership and support to SADC's Vulnerability Assessment Committee (VAC). Support has been provided in all activities of the VAC, including a Training Needs Survey (drafting the survey); helping harmonize the different VA methods used in the region (included organizing a meeting in Maputo of SC(UK), WFP(VAM), and FEWS NET, and included the develop of 1-page summaries of each group's methods); and active participation in the VAC's regional meetings. The regional representative during this period initiated, organized and manages on behalf of the VAC: (1) a regional library (both hard and soft copies) of vulnerability products from SADC countries, and beyond; and (2) a regional email network for distribution and exchange of information amongst interested partners in the region. The regional representative also contributed to the design and establishment of a VAC home page on the SADC FANR web site.
- **Result 4.3: FNR in Ethiopia assists to form a Vulnerability Assessment Working Group (VAG):** FEWS NET has been instrumental in forming a Vulnerability Assessment Working Group among donors and the government. The group's purpose is to improve assessment methods employed by the government during need assessment exercises. In July 2001, FEWS NET successfully lobbied the USAID Mission to provide funding, along with WFP/VAM, to hire an international consultant (Frank Riely) to assist the VAG in improving the current vulnerability assessment methodology by incorporating components of food economy. This work is ongoing, with field-testing planned for October 2001.
- **Result 4.4: FEWS NET's participation in assessments with CILSS strengthens the regional early warning and food security network**: The FEWS NET Sahel Regional FNR has been very active in participating in the CILSS Network by leading the joint food security conditions and vulnerability assessment and participating and drafting all Network meetings (June and September) reports.
- Result 4.5: FEWS NET facilitated the establishment of a food security and nutrition steering committee for southern Sudan: In collaboration with WFP/TSU, WFP/VAM, FAO and UNICEF (Household Food Security Unit, Health and Nutrition unit, Livestock unit and Emergency Response unit), FEWS NET/Southern Sudan facilitated the formation of the Southern Sudan Food Security and Nutrition Steering Committee (SSFSNSC). This is a coordination structure that will draw together the different food

security sub-sectors to a more coherent and integrated framework, in which key agencies will analyze all food security data in order to make the best possible programming decisions. The proposed new structure was presented to donors (USAID, CIDA and EU). USAID and EU were quite supportive of the group. The group is yet to start collaborative work.

Result 4.6: FEWS NET participated in the global WFP discussions on the Standard Analytical Framework activities: WFP is beginning a new process to provide improved information upon which to base its internal WFP development and emergency decisions. Mali, Kenya and Ecuador were chosen as pilot countries to try out the new Standard Analytical Framework. In both Mali and Kenya FEWS NET representatives played an active role in the pilot activities (see above). In July 2001, the FEWS NET Technical Director moderated a eight-day workshop in Verona, Italy to review the recent experiences in the pilot countries, and discuss the internal WFP way forward to do this work in the future.

Outcome 5: Strengthened capacity

The capacity strengthening and institution building elements of FEWS NET are perhaps the project's most challenging objectives. With public sector budgets in most FEWS NET countries severely constrained, following years of economic adjustment and low growth, erosion of capacity has occurred throughout their civil services. It is probably not realistic to think about measuring progress in capacity strengthening in terms of increased budgeting outlay from FEWS NET countries for offices devoted to early warning, disaster response, or contingency planning.

FEWS NET has to be more comprehensive and creative in determining where and how networks can act to enhance country capacity. To the extent there are network processes that lead to consensus and transparency in analysis and estimates, some key steps are already being taken to demonstrate that reliable and locally available capacities exist for decision makers. Any work activity of FEWS NET and networking partners should be seen as an opportunity for capacity strengthening. FEWS NET information itself, whether through the Internet or rural radio, can be employed by users to expand capacities at all levels — from villages to capitals. When networks are enabled with information to arrive at consensus contingency plans, then capacities for coordination have been strengthened, and arguably, the ability to disseminate information to decision makers also strengthened through the consensus. Some results for Outcome 5 in 2001 include:

Result 5.1: Food economy baseline training and capacity building in Eritrea: Food economy baseline work to improve the local government's ability to understand and monitor food security. A baseline vulnerability assessment was carried out in February 2001 in association with the Eritrean Relief and Refugee Commission (ERREC), MOH, MOA, Min. of Education, and the National Union of Eritrean Women. This work—done as a capacity development activity—was designed to develop an early warning monitoring system. This work was also part of the government's efforts to decentralize planning and decision-making.

Result 5.2: Food economy training for FEWS NET and FSAU Somalia staff. Training was held in January 2001 for FEWS NET and FSAU staff in food economy spreadsheet analysis. This training incorporated a compilation of food economy baselines and data entry into the food economy spreadsheet, organizing available baseline information in a practical, easily accessible, and re-usable fashion. The training also included an analysis of early warning indicators, like market price and crop production data, to assist in problem specification for the purposes of food security outcome analysis. It is expected to lead to increased collaboration with FSAU.

Result 5.3: Assessing Southern Africa regional training needs for vulnerability assessment: During early 2001, the regional representative for Southern Africa prepared a *Vulnerability Assessment Training Needs Survey* to assess the demand for VA-related training in the region, basically investigating who wants what and why. The regional representative supervised the first round of distribution to all SADC participants at the Kariba VA Technical Consultation, and a second round distribution to others. The regional representative collaborated in the analysis of results. This survey will be used as an input to prepare a SADC Regional VA Training Proposal.

Result 5.4: Food security training materials prepared in Malawi: FEWS NET was involved in the preparation of training materials for the food security analysis training of Evaluation Officers in the Ministry of Agriculture and Irrigation. The actual training took place in June 2001.

Result 5.5: Food security training modules developed for government in Rwanda: FEWS NET prepared food security training modules, which were later approved by the Ministry of Agriculture and Livestock. The actual training of mid-level government analysts took place in July 2001.

Outcome 6: Efficient and effective project administration and management

Efficient and effective project administration and management—both from the DC and the field offices—can have a positive impact on the technical implementation of the FEWS NET activity. This is especially true given the complexity of the activity. FEWS NET has 17 country offices and 3 regional offices.

Some results for Outcome 6 in 2001 include:

Result 6.1: No break in performance with staff turnover: New technical staff were identified, hired and quickly brought up to speed in Niger and Ethiopia. Overlap with departing staff was arranged, and technical and administrative orientation was carried out with no break in monthly reporting.

Result 6.2: New Task Orders and Task Order Extensions were initiated: Task Order No. 803 (Mozambique) started in March, and Task Order No. 804 (Greater Horn of Africa) started in August. Both projects were fully under way during 2001. Task Order No. 802 (Uganda Food Security) was started and completed during the year, and Task Order No. 3 (Mozambique) was completed.

Result 6.3: Offices changed location within countries: FEWS NET offices in Zimbabwe, Rwanda and Burkina Faso were relocated, with minimal disruption to ongoing operations.

Result 6.4: Procurement of project equipment for nearly all offices: Computer systems were substantially upgraded in nearly all country and regional offices, bolstering staff capacity to deliver timely and high quality data, and to network with partner organizations.

Result 6.5: Work planning done in East and Southern Africa: Combination work planning/GIS training sessions were conducted in Kenya (November 2001) and South Africa (December 2001) to develop 2002 work plans for country and regional FEWS NET offices. USAID, USGS, and FNRs from all countries in East and Southern Africa participated.